

## Message Text

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FM AMEMBASSY MOSCOW

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C O N F I D E N T I A L MOSCOW 1131

EXDIS

FOR ASSISTANT SECRETARY RICHARDSON FROM AMBASSADOR

E.O. 11652: GDS

TAGS: OEXC, PFOR, UR, US

SUBJECT: EXCHANGE BUDGET

REF: MOSCOW 1107, MOSCOW 1108

1. I HAVE LEARNED, TO MY DISTRESS, THAT CU'S BUDGET FOR FY 1976 AS CURRENTLY PROJECTED IS NOT FAVORABLE AND WILL NOT SUPPORT EXISTING LEVELS OF US-SOVIET EXCHANGES IN THE CONTEXT OF THE SIMULTANEOUS IREX BUDGET SHORTFALL. I THEREFORE WOULD LIKE TO RESTATE IN THIS FORMAT OUR VIEW THAT ALTHOUGH OUR BUDGET CAN BE TIGHTENED (AS PROPOSED IN REFERENCE A), ANY REDUCTION IN CURRENT PROGRAMS WOULD BE HARMFUL TO OVERALL US INTERESTS.

2. AT THE MOST BASIC LEVEL, WE FEEL THAT INTELLIGENTLY CONCEIVED AND IMPLEMENTED EXHCHANGES BETWEEN AN OPEN SOCIETY AND A CLOSED ONE MUST BE TO THE OVERALL BENIEFIT OF THE OPEN SOCIETY. FURTHERMORE, ON THE POLITICAL LEVEL, REDUCTIONS IN MUTUALLY BENEFICIAL EXCHANGES AT THIS TIME MIGHT WELL BE MISREAD BY THE SOVIET LEADER-SHIP. IN FACT, WE STRONGLY BELIEVE IT IS IMPORTANT FOR US NOT ONLY TO MAINTAIN EXISTING LEVELS IN OUR BASIC PROGRAMS--WHICH HAVE BEEN VERY SUCCESSFUL THUS FAR--BUT TO MOVE FORWARD WITH OTHER PROJECTS AND PROGRAMS WHICH  
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WE HAVE RECENTLY NEGOTIATED WITH THE SOVIETS, THEREBY

MAXIMIZING OUR GROWING OPPORTUNITIES. TO DO OTHERWISE AT THIS JUNCTURE COULD HAVE A SIGNIFICANT NEGATIVE EFFECT ON OUR RELATIONS, PARTICULARLY IN THE CULTURAL AND EDUCATIONAL FIELDS, AND WOULD IN ADDITION LEAVE US OPEN TO SOVIET CHARGES IN THE CSCE CONTEXT THAT WE ARE NOT GENUINELY PREPARED TO EXPAND RELATIONS, AS CALLED FOR IN THE FINAL ACT.

3. MORE SPECIFICALLY, WE WOULD AT THE VERY LEAST THAT A WAY CAN BE FOUND TO KEEP THE IREX JUNIOR SCHOLAR EXCHANGE AT THE PRESENT LEVEL OF FIFTY EACH DAY, AS WELL AS TO INCREASE THE SUMMER LANGUAGE TEACHER EXCHANGE BY FIVE, AS PROPOSED BY US AND ACCEPTED BY THE SOVIETS DURING THE DECEMBER REVIEW TALKS. AS YOU KNOW, THE JUNIOR SCHOLAR EXCHANGE IS THE SOVIETS' HIGHEST PRIORITY EXCHANGE PROGRAM. IT THEREFORE GIVES US LEVERAGE IN PROGRAMS OF EVEN MORE INTEREST TO US THAN TO THEM (E.G., INTERNATIONAL VISITORS, AMERICAN SPECIALISTS, AND EXHIBITS). REDUCTION OF THE DE FACTO AGREED LEVEL OF FIFTY WOULD DISADVANTAGEOUSLY INFLUENCE SOVIET ATTITUDES TOWARD INITIATIVES WE HAVE TAKEN IN OTHER EXCHANGE CATEGORIES AND THUS SET BACK THE MOMENTUM WE HAVE PAINSTAKINGLY FOSTERED IN RECENT YEARS. SIMILARLY, OUR LIVING UP TO THE AGREED INCREASE IN THE SUMMER LANGUAGE TEACHER EXCHANGE IS ALSO IMPORTANT FOR MAINTAINING MOMENTUM. THIS PROGRAM, INCIDENTALLY, BEARS DIRECTLY UPON THE 1972 SUMMIT DECLARATION AND ARTICLE IV OF THE EXCHANGE AGREEMENT.

4. ALTHOUGH SOVIET JUNIOR EXCHANGE NOMINEES ARE PRIMARILY SCIENTISTS, WE HAVE SEEN EVIDENCE RECENTLY THAT EARLIER GRADUATES OF PROGRAM ARE ASSUMING IMPORTANT ADMINISTRATIVE POSITIONS IN SOVIET UNIVERSITIES AND OFTEN ARE LEADERS OF THESE UNIVERSITIES' CURRENT EFFORTS TO ESTABLISH DIRECT AND ENDURING TIES WITH US INSTITUTIONS. WHILE SCIENCE IS THE EXCHANGEES' BASIC PURPOSE IN GOING TO US, AN IMPORTANT SIDE EFFECT OF PROGRAM IS STRONGLY FAVORABLE ATTITUDE TOWARD US WHICH LEADS THEM TO INFLUENCE THE FUTURE DEVELOPMENT OF THEIR UNIVERSITIES, TO EXTENT POSSIBLE, IN FUTURE DEVELOPMENT OF THEIR UNIVERSITIES, TO EXTENT POSSIBLE, IN CONCERT WITH US COUNTERPARTS. THIS EARLY TREND TOWARD INSTITUTIONAL AND INDIVIDUAL RELATIONSHIP, STILL  
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FRAGILE, CAN ONLY BE IN US NATIONAL INTEREST.

5. WE ARE, OF COURSE, AWARE THAT THE FUNDING OF OUR VARIOUS PROGRAMS REPRESENTS A GREAT PROBLEM FOR YOU. NEVERTHELESS, WE ARE CONVINCED FOR OBVIOUS REASONS THAT NO PROGRAMS ANYWHERE IN THE EXCHANGES FIELD CAN MATCH THE IMPORTANCE OF AGREEMENTS BETWEEN WASHINGTON AND MOSCOW ON THIS SUBJECT AND HOPE THAT OUR DETAILED SUGGESTIONS (SPETELS) WILL RECEIVE YOUR

CAREFUL ATTENTION.  
STOESSEL

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